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SUBJECT: EU-AFRICAN UNION SUMMIT SCENESETTER

Classified By: POL CHIEF TROY FITRELL, REASONS 1.4 (B,D)

11. (U) Summary. More than 100 delegations will be in Lisbon for the EU-African Union Summit December 8-9, representing every state in both organizations, plus a few more. This event will consume nearly 20 percent of Portugal's entire EU Presidency budget. Participants will adopt the Strategic Partnership document and the First Action Plan, developed jointly over the last eight months by AU and EU working groups. Portugal's main objective is to put in place structures that ensure regular and sustained interactions between the two continents across a range of key sectors. Specific country situations (Zimbabwe, Sudan) are not on the formal agenda, although we have heard some discussion of crisis situations may occur on the margins. End summary.

12. (C) To the Government of Portugal (GOP) the EU-African Union Summit is the crowning achievement of its EU presidency. The GOP inherited most presidency issues -- such as Kosovo and the finalizing of the EU reform treaty -- but this summit is the one for which the GOP was the driving force. The GOP had also pressed for the holding of the first-ever EU-Brazil Summit at the outset of the presidency, but even GOP officials privately admit that it was little more than a photo opportunity. The EU-AU Summit, by contrast, should establish an architecture for relationships between the two continents.

13. (U) The GOP recently needed to pass a 10 million euro supplemental appropriation to address last minute summit costs. Despite having already hosted 3,400 meetings over six months, this two day summit alone represents nearly 20 percent of Portugal's EU Presidency budget, signifying its importance to the GOP.

Descending on Lisbon

14. (U) More than 100 delegations are expected to gather in Lisbon December 8-9 for the EU-African Union Summit. The delegations include the 27 EU member states, 52 AU member states, Morocco, the African Commission, the European Commission, European and Pan-African parliamentary bodies, and specialized agencies, plus Norway and Turkey, which will be invited to participate in select discussions. Each official delegation includes 15 participants, although many delegations are traveling with more than 100. Lisbon's top-end hotels are booked to capacity, even with Libya's Muammar Qaddafi staying in his traditional tent.

15. (U) Not all countries will be represented by the head of state/government. The United Kingdom, for example, will likely be represented by a former junior minister in protest of the attendance of Zimbabwean President Mugabe, who is under EU travel restrictions that were waived for the summit. The Czechs will send their Foreign Minister. G-8, EFTA, and BRIC nations were invited to attend as observers, although

those invitations are only for the opening and closing ceremonies.

¶16. (C) Neither Prime Minister Socrates nor Foreign Minister Amado will greet arriving delegations, ostensibly because there are too many delegations, but also, we suspect, to avoid having a handshake with President Mugabe captured by eager cameramen.

Mugabe's participation

¶17. (C) GP officials told us early and often that this summit was their most important priority. They believed, however, that Mugabe's participation was the price of having the summit, as some African leaders made it clear they would not attend if particular leaders were barred.

¶18. (C) GOP leaders, including Foreign Minister Amado, tried to mitigate the political fallout from the long-expected invitation by making public statements that they hoped Mugabe would choose not to come. Privately, however, they told us that they knew he would accept the invitation but that the EU-AU relationship could not be held hostage to problems with one particular leader.

¶19. (C) A senior Lisbon-based diplomat from an EU member state told us recently that several EU leaders would, in their addresses, express concern about the situation in Zimbabwe. He added that the EU had developed "contingency plans" for an appropriate response if Mugabe got out of line during the summit proceedings.

So let it be written, so let it be done

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¶10. (U) As is necessary in a short gathering of so many delegations, the main work of the summit will be to put a formal imprimatur on two documents: a "Strategic Partnership" and a "First Action Plan." The first stresses, in very general terms, the importance of partnership between the two continents while the second identifies eight areas of collaboration. The member state presidencies of the EU and AU led the development of these papers in conjunction with EU and AU institutions. (Note: EUR/ERA has copies of both documents for those who desire more detail than included in this cable. End note.)

¶11. (U) The working groups that developed the Strategic Partnership and the First Action Plan, including the 9th Africa-EU Ministerial troika meeting on October 31 that endorsed the two papers, discussed specific crisis situations in Africa and Europe (Sudan, Somalia, Chad/Central African Republic, etc. in the former; Kosovo in the latter), but individual country situations are not addressed in the summit documents.

¶12. (U) For that reason, Zimbabwe, Darfur, and other crisis situations are not formal items on the summit agenda. (Note: This, despite the Portuguese presidency's repeated assertion that the value of inviting Zimbabwe to the summit was to hold President Mugabe responsible for his actions against his own people. End note.) During the discussions of the eight partnerships, which include human rights and security components, one representative each from EU and AU member states will make an address. There will be a limited right to comment by any participating state, at the discretion of the chair.

¶13. (C) In addition to the theoretical discussions, the summit documents -- indeed, the summit itself -- focus on putting in place the architecture of future cooperative engagement. The timing of future summits (once every three years), the strengthening of institutional bodies, and the

definition of the roles of those institutional bodies
comprise the main expected accomplishments of the EU-AU
Summit.

Eight Key "Partnerships"

¶14. (C) The summit documents identify the following eight
areas -- or "partnerships" -- for sustained collaboration:

Peace and Security: Enhance dialogue on challenges to peace
and security; Full operationalization of the African Peace
and Security Architecture; and Predictable funding for
African-led Peace Support Operations.

Democratic Governance and Human Rights: Enhance dialogue at
global level and in international fora; Promote the African
Peer Review Mechanism and support the African Charter on
Democracy, Elections and Governance; and Strengthen
cooperation in the area of cultural goods.

Trade and Regional Integration: Support the African
integration agenda; Strengthen African capacities in the area
of rules, standards, and quality control; and Implement the
EU-Africa Infrastructure Partnership.

Millennium Development Goals: Ensure the finance and policy
base for achieving the MDGs; and Accelerate the achievement
of the Food Security, Health, and Education targets of the
MDGs.

Energy: Implement the Energy Partnership to intensify
cooperation on energy security and energy access.

Climate Change: Build a common agenda on climate change
policies and cooperation; and Cooperate to address land
degradation and increasing aridity, including the "Green Wall
for the Sahara Initiative."

Migration, Mobility, and Employment: Implement the
Declaration of the Tripoli Conference on Migration and
Development; Implement the EU-Africa Plan of Action on
trafficking of human beings; Implement and follow up the 2004
Ouagadougou Declaration and Action Plan on employment and
poverty alleviation in Africa.

Science, Information Society, and Space: Support the
development of an inclusive information society in Africa;
Support S&T capacity building in Africa and implement
Africa's S&T consolidated plan of action; Enhance cooperation
on space applications and technology.

Comment

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¶15. (C) Some observers have commented that the only success
from the first -- and only -- EU-Africa summit in 2000 was
merely that it was held. The Portuguese have somewhat more
ambitious objectives this time around, with their sights set
on establishing an architecture that will institutionalize
and deepen the EU's relations with Africa. Indeed, the very
act of developing the summit documents strengthened nascent
African Union institutions and intensified their
collaboration with EU counterparts. In the short-term,
however, it is not encouraging that the summit's human
rights/good governance discussion will allocate time to the
recovery of African cultural goods but not to the genocide in
Sudan or to Robert Mugabe's systematic crushing of political
dissent.

Stephenson